



**REPORT TO CONGRESS  
ON  
IMPLEMENTATION OF ARMY DIRECTIVE ON  
ARMY NATIONAL CEMETERIES PROGRAM**

**18 September 2011**

*In Response to Section 1 (d) of P.L. 111-339, 124 STAT. 3591 (December 22, 2010)*

Preparation of this report/study cost the Department of Defense a total of approximately \$27,000 for the 2011 Fiscal Year.

## Executive Summary

### Purpose of This Report

This report responds to the requirements of Section 1(d) of P.L. 111-339, 124 STAT. 3591 (22 December 2010). This section, reprinted below, directs the Secretary of the Army to assess: (1) the Army's execution and compliance with Army Directive 2010-04 (10 June 2010), and (2) the adequacy of current practices to provide information, outreach, and support to families of individuals buried at Arlington National Cemetery with respect to the detection and correction of burial errors.

### An Act

To require reports on the management of Arlington National Cemetery.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

#### **SECTION 1. REPORTS ON MANAGEMENT OF ARLINGTON NATIONAL CEMETERY.**

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#### **(d) REPORTS ON IMPLEMENTATION OF ARMY DIRECTIVE ON ARMY NATIONAL CEMETERIES PROGRAM.—**

**(1) IN GENERAL.—**The Secretary of the Army shall submit to the appropriate committees of Congress reports on execution of and compliance with Army Directive 2010-04 on Enhancing the Operations and Oversight of the Army National Cemeteries Program, dated June 10, 2010. Each such report shall include, for the preceding 270 days or year (as applicable), a description and assessment of the following:

**(A)** Execution of and compliance with every section of the Army Directive for Arlington National Cemetery, including, without limitation, an evaluation of the sufficiency of all contract management and oversight procedures, current and planned information and technology systems, applications, and contracts, current organizational structure and manpower, and compliance with and execution of all plans, reviews, studies, evaluations, and requirements specified in the Army Directive.

**(B)** The adequacy of current practices at Arlington National Cemetery to provide information, outreach, and support to families of those individuals buried at Arlington National Cemetery regarding procedures to detect and correct current errors in burials at Arlington National Cemetery.

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## Background

Secretary of the Army John M. McHugh made a series of changes in management, policies and procedures associated with the Army National Cemeteries Program (“Program”) which oversees both Arlington National Cemetery (“Cemetery”) and the Soldiers’ and Airmen’s Home National Cemetery after internal Army inspections and investigations presented findings of mismanagement and lack of accountability.

The Army’s scrutiny of the Program’s management began after a published report on 21 July 2009 alleged a gravesite discrepancy. Within 48 hours of that report, then-Secretary of the Army Pete Geren directed an internal administrative Army investigation. Although the discrepancy was ultimately resolved, the investigation noted a lack of written procedures at the Cemetery, a failure to assign specific responsibility for periodic inspections and gravesite selection practices which were not properly codified. Based on these findings, on 17 August 2009, the Department of the Army Inspector General (“Inspector General”) was ordered to conduct a special inspection of the Program’s management and procedures. During the course of the Inspector General’s review, new issues were uncovered including additional gravesite discrepancies, deficiencies in contracting and information technology/assurance, and claims of a hostile work environment and improper hiring practices.

Soon after becoming Secretary of the Army, Mr. McHugh was briefed on the discovery of these additional matters. Immediately thereafter, on 12 November 2009, he directed the expansion of the inspection and ordered an additional comprehensive investigation. The Inspection Report, entitled *Inspection of Arlington National Cemetery Assessment*, was completed and furnished to the Secretary on 10 June 2010 (hereinafter “2010 Report”). To effectively and efficiently develop, operate, manage and administer the Army National Cemeteries (“Cemeteries”), the Secretary issued Army Directive 2010-04, designed to immediately enhance the operations and oversight of the Program. The 2010 Report, approved by Secretary McHugh on 8 July 2010, identified 76 findings and 101 recommendations. In January 2011, the Inspector General completed an interim review of the Army’s progress in implementing these recommendations.

On 8 September 2011, the Inspector General submitted the *Report on the Inspection of the Army National Cemeteries Program and Arlington National Cemetery* (hereinafter “2011 Report”) which identified 31 observations and 53 recommendations. The 2011 Report, together with other pertinent reviews, analyses and reports, serves as the essential underpinnings for the Secretary’s assessments contained in this report.



## Summary of Results in this Report

This report provides the results of the Secretary's assessment, as directed by P.L. 111-339, Section 1(d), and identifies what actions, if any, are necessary to sustain and codify the improvements to the management and operation of our Nation's most revered military cemetery and unique national shrine. The results are as follows:

- The changes instituted by Army Directive 2010-04 resulted in significant improvements in all aspects of the Program's performance, accountability, management and staff morale.

Secretary of the Army Report to Congress, page 12-14, and 19; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 1.3, 1.4, 1.5, 1.7, 1.8, 1.9, 1.10 and 1.11); Department of the Army Inspector General Agency, *Inspection of Arlington National Cemetery Assessment*, dated 9 June 2010, (Deficiency 2.4).

- The Army Secretariat, Staff, agencies and commands have complied with Army Directive 2010-04, and as a result, are laying the foundation for the future success of the Cemetery and the Program.

Secretary of the Army Report to Congress, page 20-21, 24, and 42-44; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 1.2, 1.4, 1.8, 1.13, 1.14, and 2.9).

- Compliance with acquisition planning, requirements definition and contract management and budgeting has significantly improved within Program.

Secretary of the Army Report to Congress, page 29-32, and 37-39; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 1.13, 1.14, 2.3, 2.4 and 2.10).

- The Program today has a fully functional Information Technology architecture and its Information Assurance system is now considered among the best in the Army. Further, the Program is leveraging these capabilities to better interact with the American public.

Secretary of the Army Report to Congress, page 27-29 and 52-53; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.9 and 3.1).

- The Program is fully integrated with other Army organizations, leveraging the full spectrum of the Army's capabilities and resources.

Secretary of the Army Report to Congress, page 23-25; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 1.4).



- The Army has substantially rewritten the regulations at Title 32, Code of Federal Regulations, Part 553 *et seq.* and is awaiting clearance from the Office of Management and Budget for publication of the *Draft Rule* in the Federal Register.

Secretary of the Army Report to Congress, page 34, and 46-47; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.6. & 2.7).

- Program leadership is codifying required policies and procedures and is developing formal external and internal review and response mechanisms to ensure continued compliance with all applicable statutes, regulations and policies. Further, Program leadership and the Army Staff are updating the applicable Army Regulation.

Secretary of the Army Report to Congress, page 34-37, 46-47, 49-50; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 1.2, 1.3, 2.1, 2.6, 2.9 and 2.12).

- The Secretary of Defense has approved the appointment of eight members of the Army National Cemeteries Advisory Commission.

Secretary of the Army Report to Congress, page 19-20; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.11).

- Efforts to provide information, outreach and support to family members of individuals buried at the Cemetery regarding gravesite discrepancies have been professional and supportive.

Secretary of the Army Report to Congress, page 53, Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 3.1).

- Program leadership is engaged in public outreach through publications, media and social networking.

Secretary of the Army Report to Congress, page 52-53; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 3.1).

- The Program leadership is creating an improved work force through training, focusing on organizational climate and increasing the size of the workforce to better reflect mission requirements.

Secretary of the Army Report to Congress, page 19 and 25-27; Department of the Army Inspector General Agency, *Inspection of Arlington National Cemetery Assessment*, dated 9 June 2010, (Deficiency 2.4); Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 1.3, 1.4, 1.5, 1.7, 1.9 and 2.8).



## Report to Congress on Implementation of Army Directive on Army National Cemeteries Program

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- The Army is continuing to collect, catalog and store mementos left in section 60 at the Cemetery.

Secretary of the Army Report to Congress, page 39-40 and 44-45; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.4).

- The Army is scheduled to complete an accountability baseline for gravesites and niches in sufficient time to inform the Secretary's forthcoming Report to Congress required by Section 1(a) of P.L. 111-339.

Secretary of the Army Report to Congress, page 33-35; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.9 and 2.12).



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## Section I. Execution of and compliance with Army Directive 2010-04 (10 June 2010)

### A. Current Organizational Structure and Manpower

***The Executive Director, Arlington National Cemeteries Program, is to exercise authority, direction and control over all aspects of the Army National Cemeteries Program.*** Reference: Army Directive 2010-04, paragraph 2 b (1).

Description: The 2010 Report concluded that authority, responsibility and accountability for the Cemeteries were not clearly assigned to a singular Army organization or activity. This fractured oversight structure resulted in a bifurcated chain of command and confusion over operational oversight, and contributed to the formation of an insular environment. In implementing the Inspector General's recommendation, the Secretary created the position of Executive Director who is solely responsible for overseeing all aspects of the Program and directly accountable to the Secretary.

Assessment: Since June of 2010, the Executive Director has reviewed all aspects of the Program's operations, identified deficiencies, inefficiencies and areas of noncompliance, and in close coordination with the Army Staff, devised and implemented appropriate corrective action plans. Most notably, the Army:

- Hired a new Superintendent who has decades of supervisory experience in the Veterans Affairs' National Cemetery System and a new Deputy Superintendent who also has extensive cemetery management experience;
- Increased the end strength of the organization by nearly 50% to meet manpower requirements;
- Resolved the 211 discrepancies identified in the 2010 Report;
- Conducted 16 physical gravesite verifications as a result of family member queries;
- Formed a Gravesite Accountability Task Force, which is in the process of establishing an accountability baseline of all gravesites and inurnment niches;
- Updated the Program's regulations found in Title 32, Code of Federal Regulations, Part 553;
- Implemented the Army's General Fund Enterprise Business System allowing the Program to conduct web-enabled financial, asset and accounting management through a system that standardizes, streamlines and shares critical data across the Active Army, the Army National Guard, and the Army Reserve;
- Validated the Program's contract requirements and re-competed all contracts;
- Brought the Program into compliance with information assurance requirements established by the Chief Information Officer/G-6;



- Directed the development of a revised Master Plan that incorporates the results of the U.S. Army Manpower Analysis Agency and U.S. Army Force Management Support Agency study of the Program's manpower and equipment requirements; and
- Improved communication with the public and the ability of families and funeral homes to schedule interments and inurnments by creating an integrated call center.

Required action(s): Continue current course of action making and sustaining improvements to the Program.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 1.4, 1.5, 1.8, 1.9, 1.10 and 1.11).

***The Executive Director is to exercise oversight of the construction, maintenance and repair of buildings, structures and utilities at the Army National Cemeteries.*** Reference: Army Directive 2010-04, paragraph 2 b (1).

Description: Although the previous Superintendent was responsible for the "operation and maintenance" of the Cemeteries under General Orders No. 13 (now rescinded), no single strategic-level entity was explicitly responsible for the construction, maintenance and repair of structural improvements and utilities at the Cemeteries. The Secretary's directive allows the Superintendent to focus on administering the daily business of the Cemeteries and places the responsibility for strategic management of the Cemeteries with the new Executive Director.

Assessment: An engineering staff, comprised of four engineers, including one with extensive experience in master planning, was established to evaluate the type and extent of maintenance and repair required, and to plan, execute and oversee the construction, long-term maintenance and repair of facilities. With technical guidance from the engineering staff, the U.S. Army Corps of Engineers, Norfolk District, is contracting for the construction of a new Columbarium (#9) and is overseeing the ongoing repair of the Cemetery's Lodge #1. Construction to expand the maintenance facilities and warehouse space was also completed. Finally, preparation of a comprehensive Cultural and Natural Resources Plan was ordered to bring buildings into compliance with the Architectural Barriers Act and the Americans with Disabilities Act. The Cemeteries' infrastructures have been digitally mapped, and an initiative is underway to include the Cemeteries on the National Registry of Historic Places.

Required action(s): Continue ongoing actions to identify and effect the necessary construction, maintenance and repair of the Cemeteries' facilities. Long-term sustainment funding for the maintenance and repair of the existing infrastructure will be required as it is essential to the Program's strategic planning efforts.



Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.1); Table of Distributions and Allowances: SBW1C9AA, U.S. Army Arlington National Cemetery, CCNUM: 0112, EDATE: 20111001.

***The Executive Director is to exercise responsibility for acquisition and maintenance of real property and interests in real property at the Army National Cemeteries.*** Reference: Army Directive 2010-04, paragraph 2 b (1).

Description: Prior to the 10 June 2010 Army Directive, no entity was explicitly designated as having responsibility for the acquisition and maintenance of real property and interests in real property at the Cemeteries. The Secretary's directive assigned this responsibility to the Executive Director.

Assessment: The Program lacked a record of its real property inventory. Accordingly, in August 2010, the Assistant Chief of Staff of the Army for Installations Management conducted a full inventory of the Program's real property. With an accurate inventory, the Executive Director is now able to appropriately manage the Program's real property holdings.

The Army has worked with Members of Congress and local government officials to ensure that the Program obtains the portions of the Navy Annex parcel and certain non-Federal land near and adjacent to the Annex that will most effectively serve to extend Arlington National Cemetery's active life. Of note, although existing law permits the Federal government to exchange with Arlington County, Virginia a specified portion of the Navy Annex property for a parcel of land currently owned by the County, the Program could maximize the Cemetery's burial space if it were authorized to exchange certain other parcels of land with the County. Legislation would be required to authorize such flexibility.

To protect and preserve the historic nature and beauty of the Cemeteries, all contracts for tree and grounds maintenance have been re-competed, and the Program leadership is working to place the Cemeteries on the National Registry of Historic Places. Moreover, an integrated cultural and natural resources plan is being developed, and an environmental review using the Army's Environmental Performance Assessment System program has been directed.

Required action(s): Continue current course of action, including formulating and implementing a detailed long-term plan for the expansion of the Cemetery into the former Navy Annex property, and engaging with Congress and local authorities to ensure the Cemetery obtains the most appropriate parcels of land from Arlington County, Virginia.

Source documentation: Public Law 106-65 (5 October 1995), Section 2881; Public Law 108-375 (28 October 2004), Section 2881.



***The Executive Director is to exercise responsibility for planning and execution of private ceremonies at the Army National Cemeteries, including funeral and memorial services for interment and inurnment.*** Reference: Army Directive 2010-04, paragraph 2 b (1).

Description: By directive, the Executive Director has overall responsibility for planning and executing the primary missions of the Program, which include private ceremonies such as funeral and memorial services associated with interments and inurnments.

Assessment: Significant improvements have been made to the administration and execution of private ceremonies at the Cemeteries. To guarantee that all requests to schedule interments and inurnments are answered reliably and fairly, an integrated call center was established. Under previous Program leadership, it is estimated that 80% of calls were simply never answered. Having the call center allows the Interment Services Branch to focus on its core scheduling mission. An integrated operations center that will fully coordinate all operations at the Cemeteries is also being established. To ensure that private ceremonies, interments, and inurnments are properly conducted, the Interment Services Branch has been doubled in size, and an interment services expert position (senior-level official) has been established to provide leadership and supervision. Furthermore, to foster more efficient and accurate grave placement and scheduling services, the Interment Services Branch now completes all necessary paperwork and stores all information digitally. This transformation has resulted in significantly higher productivity and accuracy in the scheduling and execution of interment services. Paper-only records have now been eliminated.

Required action(s): Continue current course of action to fully digitize all scheduling services and maps. Program leadership will also coordinate with the Office of the Secretary of Defense and the Military Departments to develop increased uniformity in the provision of military funeral honors.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.9, 2.12).

***The Executive Director is to exercise responsibility for the planning and execution of public ceremonies, other than those official ceremonies for which the Commander, Military District of Washington is primarily responsible for effectuating.*** Reference: Army Directive 2010-04, paragraph 2 b (1).

Description: As the individual responsible for all aspects of the Program, the Executive Director plans and executes public ceremonies, excluding official ceremonies (e.g., public wreath-laying ceremonies and State funerals), which fall under the authority of the Commander, Military District of Washington.

Assessment: Since 10 June 2010, in coordination with the Military District of Washington, the Program has conducted more than 9,000 funerals, over 3,000 wreath-laying



ceremonies, over 60 memorial ceremonies, Veteran's Day and Memorial Day ceremonies, and also special honors for Corporal Frank Buckles, the last American service member from World War I. The Chief Information Officer/G-6 validated the plan to construct an operations center to fully integrate and coordinate activities between organizations, including the Military District of Washington. This coordination will ensure that all participants are fully aware and executing their assigned roles during all events. The operations center is expected to open in January 2012.

Required action(s): Continue close coordination with Military District of Washington and implement plans to establish an integrated operations center as validated by the Chief Information Officer/G-6.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.9)

***Executive Director is to supervise the Superintendent and the Deputy Superintendent and act as rater and reviewer for the purposes of appraising each individual's performance.***

Reference: Army Directive 2010-04, paragraph 2 b (6).

Description: The Inspector General noted in the 2010 Report that General Orders No. 13 (now rescinded) created fractured oversight of the Cemetery. The Secretary remedied this problem by explicitly placing the Superintendent and the Deputy Superintendent under the supervision of the Executive Director, who reports directly to the Secretary.

Assessment: The Executive Director closely supervises these officials by overseeing their work and reviewing key strategic and operational issues on a daily basis. The relationship among the Program's leadership is now characterized by open communication and a positive work environment.

Required action(s): Continue active and close supervision of the Superintendent and Deputy Superintendent and rate each individual's performance appropriately.

Source documentation: Superintendent's and Deputy Superintendent's Position Description.

***The Superintendent, Arlington National Cemetery is to perform such duties and exercise such responsibilities as the Executive Director may prescribe and shall report directly to the Executive Director on all matters.*** Reference: Army Directive 2010-04, paragraph 2 b (6) (a).

Description: To establish and reinforce a clear chain of command, the Superintendent reports directly to the Executive Director and executes his or her duties and responsibilities accordingly.



Assessment: The Superintendent shares overall responsibility for planning, programming, directing and coordinating all phases of daily operations, including directly managing and overseeing all division chiefs and personnel involved in scheduling and conducting services, marking and preparing graves for interments, closing graves after services and maintaining the appearance of the Cemeteries. Importantly, the Superintendent is responsible for ensuring accountability of remains. The Superintendent maintains a close and positive working relationship with the Deputy Superintendent and the Program's workforce.

Required action(s): Continue to supervise appropriate employees and maintain accountability of remains, subject to the direction and overall supervision of the Executive Director.

Source documentation: Superintendent's Position Description.

***The Deputy Superintendent, Arlington National Cemetery is to perform such duties and exercise such responsibilities as the Executive Director may prescribe and shall report directly to the Executive Director on all matters.*** Reference: Army Directive 2010-04, paragraph 2 b (6) (b).

Description: To establish and reinforce a clear chain of command, the Deputy Superintendent reports directly to the Superintendent and Executive Director and executes his or her duties and responsibilities accordingly.

Assessment: Among a myriad of other operational duties, the Deputy Superintendent is directly responsible for the coordination of all gravesite and niche openings and closings to ensure accountability of all remains. The Deputy Superintendent personally inspects every such opening and closing, provides quality control and verifies that all actions are taken in accordance with applicable policies and procedures. The Deputy Superintendent also maintains a close and positive working relationship with the Executive Director, the Superintendent and the Program's workforce.

Required action(s): Continue to directly oversee gravesite and niche operations, subject to the direction and supervision of the Superintendent and Executive Director.

Source documentation: Deputy Superintendent's Position Description.

***All other employees of Arlington National Cemetery and the Soldiers' and Airmen's Home National Cemetery are to perform such duties and exercise such responsibilities as the Executive Director may prescribe and shall report to the Executive Director as directed.***

Reference: Army Directive 2010-04, paragraph 2 b (6) (c).

Description: To establish and reinforce a clear chain of command, all employees report to the Program's leadership and execute their duties accordingly. Although the Executive Director is ultimately responsible for the Program and prescribes the duties and responsibilities



of all Program employees, most of the day-to-day supervision has been delegated to the Superintendent and Deputy Superintendent.

Assessment: Significant improvements have been made in the organizational efficiency and competence of the Program's workforce. A partnership agreement with the Department of Veterans Affairs has leveraged interdepartmental expertise and resources to provide extensive training to Program staff and to improve their overall morale. In contrast to the Inspector General's findings in the 2010 Report, which noted an unhealthy work environment/climate and extensive micromanagement, employees today directly contribute to the Program's mission with a sense of responsibility, pride, and attention to detail. Two Defense Equal Opportunity Management Institute organizational climate surveys, administered by the Inspector General, documented significant improvements in command behavior toward employees, organizational effectiveness, and overall health and morale.

Required action(s): Continue to assess on a regular basis the Program's organizational climate.

Source documentation: Department of the Army Inspector General Agency, *Inspection of Arlington National Cemetery Assessment*, dated 9 June 2010, (Deficiency 2.4); Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 1.3, 1.4, 1.5, 1.7, and 1.9).

***The Executive Director is to have the authority and responsibility for implementing an Army National Cemeteries Advisory Commission which shall inquire into the development, operations, management and administration of the Army National Cemeteries and submit an annual written report to the Secretary of the Army detailing its actions, views and recommendations pertaining to the Army National Cemeteries Program.*** Reference: Army Directive 2010-04, paragraph 2 b (7).

Description: The Army National Cemeteries Advisory Commission ("Advisory Commission") is to examine and provide independent advice and recommendations to the Secretary of Defense, through the Secretary of the Army, on the day-to-day operations of and long-term strategic issues affecting the Cemeteries. The Advisory Commission is subject to the Federal Advisory Committees Act.

Assessment: The Advisory Commission's Charter was approved on 11 October 2010. The Commission will consist of nine full-time members including a cross-section of qualified experts and others having a strong interest in the Cemeteries, veteran's affairs, service member entitlements and matters pertaining to surviving family members. As of 8 September 2011, eight of the nine nominees were approved by the Secretary of Defense. It is anticipated that the Advisory Commission will initially consider the plans to extend the active life of the Cemetery, including the Millennium Project and Navy Annex land acquisition. Additionally, the Advisory Commission will likely consider the long-term implications of the Section 60



mementos pilot program, the placement of memorials and monuments within the Cemeteries and issues related to the condition and repair of the Tomb of the Unknowns. Subsequent topics of consideration will be directed by the Secretary of Defense and the Secretary of the Army.

Required action(s): Continue organizational planning and schedule initial meeting of the Advisory Commission.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.11).

***All Army commands, organizations, officials and other personnel currently supporting the Army National Cemeteries Program, or performing duties and functions related to the program, shall continue unabated to provide such support and perform such duties subject to the authority, direction and control of, and in coordination with, the Executive Director.***

Reference: Army Directive 2010-04, paragraph 3.

Description: To ensure an orderly transition to the new organizational structure, the Secretary directed that Army commands, organizations, officials and personnel currently supporting the Program continue unabated, unless instructed otherwise.

Assessment: The Headquarters, Department of the Army, Chief of Public Affairs, the Assistant Secretary of the Army (Manpower and Reserve Affairs), the Commander, Military District of Washington, and the Administrative Assistant to the Secretary of the Army properly continued assistance to the Program. The Assistant Secretary of the Army (Civil Works) authorized the U.S. Army Corps of Engineers to work directly with the Program leadership to produce plans and documents to support the development of a new Master Plan. The Assistant Secretary of the Army (Civil Works) has ceased participation in the staffing of proposals for new memorials and monuments and the production of supporting engineering and construction plans and documents. These tasks are now performed by the Program's engineering staff, with technical support directly from the U.S. Army Corps of Engineers, Norfolk District. The Assistant Chief of Staff for Installation Management has also provided support to digitization efforts through the use of the Army "Mapper" program, while the Army G-3/5/7 has assisted in the use of ground penetrating radar.

Required action(s): Continue to develop interdepartmental relationships and agreements as required to support the Program.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 1.2, 1.4, 1.8, 1.13, and 1.14).



***The Provisional Oversight Group is to assist the Executive Director in the performance of duties and responsibilities with regard to reviewing the reports of the Inspector General and, as applicable, the reports of other officials and organizations regarding the development, operations, management and administration of Arlington National Cemetery.*** Reference: Army Directive 2010-04, paragraph 4.

Description: To effectively revamp and improve the Program, the Secretary recognized the need for a multifaceted, multidisciplinary team of key subject matter experts. Accordingly, the Secretary directed the creation of the Provisional Oversight Group to support and assist with these tasks.

Assessment: The Program's staff, with particular support from the Provisional Oversight Group, was instrumental in analyzing and reviewing:

- The 2010 Report;
- The U.S. Army Manpower Analysis Agency's and U.S. Army Force Management Support Agency's study of the Cemetery's organizational structure, manpower and equipment authorizations and requirements;
- The Chief Information Officer/G-6's evaluation of the technology systems and applications of the information assurance processes in use at the Cemetery;
- The Assistant Secretary of the Army (Acquisition, Logistics & Technology)'s review of contracts rewarded or administered by the U.S. Army Corps of Engineers and the U.S. Army Contracting Center of Excellence and the leadership roles in overseeing such contracts; and
- The Administrative Assistant to the Secretary of the Army's pilot program to document, collect, catalog and temporarily store artifacts and mementos from grave sites in Section 60.

Required action(s): The Provisional Oversight Group has been assumed into the Program's permanent staff as part of the 2011 Table of Distribution and Allowances. All required support functions will continue as currently provided.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.8); Table of Distributions and Allowances : SBW1C9AA, U.S. Army Arlington National Cemetery, CCNUM: 0112, EDATE: 20111001 .

***The Provisional Oversight Group is to identify and assess deficiencies in the operations, management and administration of Arlington National Cemetery; develop, coordinate and implement plans, policies and processes and procedures as may be required to correct or mitigate such deficiencies; and improve Headquarters, Department of the Army oversight of the Army National Cemeteries. The Provisional Oversight Group is to report directly to the Executive Director.*** Reference: Army Directive 2010-04, paragraph 4.



Description: The Provisional Oversight Group is integral to assisting the Executive Director in remedying the Cemetery's management issues.

Assessment: Due in large part to the Provisional Oversight Group's efforts, with assistance from other Army organizations, the Program has significantly increased effectiveness and efficiency in all its missions and functions since release of the 2010 Report. The Program resolved all 211 gravesite discrepancies identified in the 2010 Report, and found all were related to map inaccuracies and unmarked or mislabeled graves. In collaboration with the Executive Director and the Superintendent, the Provisional Oversight Group responded to more than 1,100 requests from concerned family members to confirm the validity of their loved one's gravesite location.

The Provisional Oversight Group aided in the development and implementation of policies, procedures and practices to correct deficiencies in the operations, management and administration of the Program.

The Program's leadership effectively integrated the analysis and execution of the Cemeterial Expenses-Army appropriation into the Army's financial management system to establish transparency, control and discipline in the Program's internal budgeting process.

Required action(s): Given that the Provisional Oversight Group has been assumed into the Program's permanent staff as part of the 2011 Table of Distribution and Allowances, the Program staff will continue to execute all required support functions.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.8).

***All Army organizations, commands, officials and other personnel are to provide to the Executive Director such timely assistance and to afford all manner of cooperation requested.***

Reference: Army Directive 2010-04, paragraph 5.

Description: The 2010 Report found that command and control structures established by General Orders No. 13 (now rescinded) contributed to an insular environment in which the leadership and management team did not seek or accept assistance or advice from other Army organizations or industry entities. In response, the Secretary changed the command and control structure, assigned specific tasks to several Army agencies, organizations, and directorates, and directed all Army organizations, commands, officials and other personnel to provide assistance and cooperation to the Program as requested.

Assessment: The Program and appropriate Army commands, staff elements and agencies have established support relationships that eliminated the previous insular environment. The Executive Director and her staff have reached out to the Army staff and



other Army agencies and organizations to assist in making improvements, taking actions and rendering assistance to the Program. For example:

- The Chief Information Officer/G-6 Information Technology Assessment Report was used as a blueprint to help modernize the Program's information technology systems;
- The Chief Information Officer/G-6, The Old Guard, the Army Staff and Army Data Center-Fairfield assisted in forming the Gravesite Accountability Task Force to aid in establishing a baseline accounting of all gravesites within the Cemetery;
- The Assistant Secretary of the Army (Financial Management & Comptroller), with assistance from the Administrative Assistant to the Secretary of the Army, aided the Program in budgetary planning, management, execution and oversight to better align the Program's budget development and execution with standard Army processes;
- The Administrative Assistant to the Secretary of the Army provided assistance to the Program for budget formulation as well as execution;
- The Deputy Assistant Secretary of the Army for Financial Operations assisted the Program in reconciling un-liquidated obligations from as far back as 2004 and has recouped \$15 million of \$25 million of such obligations;
- Program personnel attended standard Department of Defense/Army Contracting Officers Representative training;
- The Assistant Chief of Staff for Installation Management provided support to the digitization effort through the use of the Army "Mapper" program; and
- The Army G-3/5/7 provided support to contract for ground-penetrating radar.

Outside sources have also been leveraged to provide training to Program staff. Specifically, personnel from the Interments and Grounds Maintenance Division enrolled in private industry heavy equipment operators' courses, while other employees attended cemetery representative, cemetery management and grave standards courses at the Veterans Affairs' National Cemeteries Administration School.

Required action(s): Continue to develop supporting relationships and agreements that benefit the mission of the Program.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 1.4); Memorandum of Agreement with the United States Army Corps of Engineers, dated 15 December 2010; Army National Cemeteries Program, *Draft Program Management Plan*, dated 2 September 2011; Draft Memorandum of Agreement with United States Army Information Technology Agency and United States Army Data Center Fairfield, undated; Service Level Agreement (SLA) with United States Army Information Technology Agency, dated 16 June 2011; Memorandum of Agreement with U.S. Department of Veterans Affairs - undated.



***Within 45 days (from 10 June 2010), the U.S. Army Manpower Analysis Agency and U.S. Army Force Management Support Agency are to complete an all-inclusive study of the organizational structure of Arlington National Cemetery and its manpower and equipment authorizations and requirements, fully considering the diversity of Arlington National Cemetery's missions and functions and volume and complexity of its workload.*** Reference: Army Directive 2010-04, paragraph 5 a.

Description: The 2010 Report concluded that the management structure and manning levels of the Program were insufficient to efficiently accomplish the Program's critical mission. In the past, supervisors and employees operated outside the scope of their position descriptions in an effort to achieve mission requirements, which adversely impacted other operations. The Secretary directed this study in an effort to understand the extent and nature of the Program's workload, manning and equipment deficiencies to ensure that the Program was authorized sufficient positions that are properly graded and had the equipment necessary to execute all required operations.

Assessment: The Deputy Assistant Secretary of the Army for Force Management, Manpower and Resources submitted the completed U.S. Army Manpower Analysis Agency and U.S. Army Force Management Support Agency report on 23 July 2010. The report found that the Program was undermanned by approximately 35% and recommended an increase in authorizations from 102 to 165 personnel. The report additionally documented the need for a 44-member chaplain section and a six man-year equivalent workload for the duties executed by the "Arlington Ladies," a multi-Service volunteer organization that plays a well-established role in interment/inurnment ceremonies.

Required action(s): Continue ongoing hiring actions to fill all needed Program vacancies. On a continual basis, assess evolving mission support requirements to maximize the effectiveness of the reorganization and the availability of resources required to execute missions efficiently and effectively.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.8); Arlington National Cemetery Manpower and Organizational Study, dated July 2010.

***The organizational structure study is to consider whether the number of caissons authorized to Military District of Washington is adequate in light of their requirement to support Arlington National Cemetery operations.*** Reference: Army Directive 2010-04, paragraph 5 a.

Description: The 2010 Report noted that the long average wait time for the interment and inurnment of service members and veterans could be partially attributed to a limited number of caissons. In an effort to more fully understand the factors contributing to extended



wait times, the Secretary directed a study to determine whether the number of caissons is adequate.

Assessment: The organizational structure and manpower study determined that the four caissons (2 in use, 1 in reserve, and 1 in maintenance) were insufficient to meet demand due to a 33% increase in burial requests since 1998. Therefore, the study recommends the addition of a fifth caisson. The Military District of Washington is in the process of procuring the fifth caisson and is expected to take possession by 15 November 2011.

Required action(s): Complete the procurement initiative for the fifth caisson.

Source documentation: Arlington National Cemetery Manpower and Organizational Study, dated 23 July 2010.

***The U.S. Army Manpower Analysis Agency and U.S. Army Force Management Support Agency are to submit to the Executive Director a comprehensive proposal to improve ANC's organizational structure and establish its and MDW's manning and equipping levels, and those of MDW, as appropriate.*** Reference: Army Directive 2010-04, paragraph 5 a.

Description: The Inspector General in 2010 reported that a flawed organizational structure and insufficient manpower and equipment may have contributed to the mistakes that were documented, as well as to the wait time for interments and inurnments. The Secretary directed this study to understand the extent these factors affect operations and how they should be adjusted to improve performance.

Assessment: A GS-15 level employee, with significant experience in manpower analysis, was hired on a temporary basis to study and develop a revised Table of Distributions and Allowances based on the U.S. Army Manpower Analysis Agency and U.S. Army Force Management Support Agency report. A new Table of Distributions and Allowances, effective 1 October 2011, will increase personnel to 165 and add the chaplain section and the "Arlington Ladies" for a total of 215 authorizations.

Required action(s): Continue to access support for evolving requirements and effectiveness of the Program's reorganization.

Source documentation: Arlington National Cemetery Manpower and Organizational Study, dated July 2010.



## **B. Information and Technology Systems, Applications and Contracts**

***Within 45 days (from 10 June 2010), the Army Chief Information Officer/G-6 is to review and evaluate the information technology systems and applications and the information assurance processes currently in use at Arlington National Cemetery.*** Reference: Army Directive 2010-04, paragraph 5 b.

Description: The Inspector General found that the Program relied on antiquated paper recordkeeping systems and had contracted for information technology systems that did not work. A comprehensive review and evaluation was necessary in order to properly update the Program's information technology systems and applications as well as its information assurance processes.

Assessment: The report, issued by the Chief Information Officer/G-6 on 28 July 2010, found that information technology implementation was stagnant at 1999 levels and the Program had not applied information technology advances to enable rapid collaboration and sharing. Former Program leadership did not leverage technology to improve efficiency and effectiveness.

Required action(s): No further action is required to complete the review. The new Program leadership has implemented most of the actions proposed in the report. The remaining recommendations are currently being implemented.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.9); *Assessment and Recommendations to Improve Implementation of Information Technology at Arlington National Cemetery*, dated 23 July 2010.

***The Chief Information Officer/G-6 is to forward to the Executive Director a comprehensive proposal to mitigate identified deficiencies and overhaul or supplement such systems, applications and processes as may be required to automate all aspects of Cemetery administration and operations.*** Reference: Army Directive 2010-04, paragraph 5 b.

Description: The directive enables the Program to leverage the Chief Information Officer/G-6's expertise to acquire the appropriate information technologies needed to improve the Program's efficiency and effectiveness.

Assessment: The Chief Information Officer/G-6 proposed 14 actions to mitigate the identified deficiencies and bring the Program into compliance with Army information assurance and information technology standards. Twelve of the 14 proposals have been fully implemented and the remaining two recommendations are currently being executed. Modernization has focused on meeting recognized industry best practices in addition to Army



requirements. The implementation of the Chief Information Officer/G-6 proposals has resulted in the establishment of secure information technology infrastructure.

Additionally, both the Northern Virginia Technology Council and EMC2 provided the Army with information technology assessments. These detailed assessments proved to be valuable guides for the Program as it moved forward with its comprehensive modernization efforts.

Required action(s): Continue to implement recognized industry best practices in information technology.

Source documentation: *Assessment and Recommendations to Improve Implementation of Information Technology at Arlington National Cemetery*, dated 23 July 2010 Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.9).

***The Chief Information Officer/G-6's proposal is to focus on improving the automation and associated information assurance processes currently used to record, schedule and coordinate interment and inurnment services; to order headstones for those who have been interred, inurned or memorialized; and to map, mark and manage the allocation and use of burial and inurnment sites and identify the remains buried or inurned.*** Reference: Army Directive 2010-04, paragraph 5 b.

Description: The Chief Information Officer/G-6's expertise will be used to improve the automation and associated information assurance processes used by the Program and establish a computerized, interactive mapping system for operational use.

Assessment: Implementation of the Chief Information Officer/G-6's proposals resulted in the following:

- The Interment Service Branch transitioned to a fully digitized record keeping system;
- The Program contracted for the digitization of all previous interment records;
- A searchable database of interments was developed; and
- A geospatial information system initiative was created with the Army Geospatial Center.

Ultimately, the Program will have an integrated system with improved interment-scheduling functions, enabling it to manage and assign burial sites electronically and ensure proper mapping, marking and identification. Fully digitized record keeping for all Program records is scheduled to be completed by the end of Fiscal Year 2012.

Required action(s): Continue to implement recognized industry best practices, including those identified in the Chief Information Officer/G-6 Report.



Source documentation: *Assessment and Recommendations to Improve Implementation of Information Technology at Arlington National Cemetery*, dated 23 July 2010; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.9).

### **C. Contract Management and Oversight**

***Within 45 days (from 10 June 2010), the Assistant Secretary for the Army (Acquisition, Logistics & Technology) is to review all contracts awarded or administered by U.S. Army Corps of Engineers and the U. S. Army Contracting Center for Excellence during the past 5 years in support of the Army National Cemeteries.*** Reference: Army Directive 2010-04, paragraph 5 c.

Description: The 2010 Report concluded that procurements, to include those for information technology, were not in compliance with applicable Federal, Defense and Army acquisition regulations. In addition to having no acquisition strategy, untrained personnel were developing requirements and administering contracts with no internal or external oversight. The Inspector General also identified possible systemic issues in the agencies responsible for contract preparation and oversight—the U.S. Army Corps of Engineers and the U. S. Army Contracting Center of Excellence. In an effort to assess the extent of noncompliance and to remedy deficiencies, the Secretary ordered an immediate review of all contracts awarded or administered during the past five years in support of the Program.

Assessment: The Assistant Secretary of the Army (Acquisition, Logistics, and Technology) and the Deputy Assistant Secretary of the Army (Procurement) completed two detailed procurement management reviews of U.S. Army Corps of Engineers and U.S. Army Contracting Command contracts supporting the Program (Note: U.S. Army Contracting Center for Excellence has since been incorporated into the U.S. Army Contracting Command). The initial procurement management review, which was conducted from 22 June through 27 July 2010, found deficiencies that could seriously impact the Program’s mission requirements. It additionally found that the Army Contracting Command-National Capitol Region and U.S. Army Corps of Engineers, Baltimore District, had already put in place corrective actions to address the Inspector General’s findings and were working plans to correct the deficiencies identified. After the completion of the initial procurement management review, the U.S. Army Contracting Command also transferred contracting support for the Program’s service contracts from the U.S. Army Contracting Command-National Capitol Region to the Mission and Installation Contracting Command located at Fort Belvoir.

The Deputy Assistant Secretary of the Army (Procurement)’s follow-up procurement management review, conducted in January 2011, found significant improvement. It was determined that the organizations were actively working corrective actions plans. It also established that the Mission and Installation Contracting Command-Fort Belvoir office was



effective in managing the continuation of service contracts for the Program and had awarded all replacement service contracts.

Required action(s): The Assistant Secretary of the Army (Acquisition, Logistics, and Technology) will continue routine procurement management reviews of all Program contract activities.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.10); *Procurement Management Review of Arlington National Cemetery, dated 20 July 2010*; *Follow-Up Procurement Management Review of Arlington National Cemetery*, dated 28 April 2011.

***The review by the Assistant Secretary for the Army (Acquisition, Logistics & Technology) is to include an assessment of the roles of the Heads of Contracting Activities and the Principal Assistants Responsible for Contracting in executing and overseeing such contracts, for review by the Executive Director.*** Reference: Army Directive 2010-04, paragraph 5 c.

Description: The 2010 Report concluded that lack of compliance with Federal, Defense and Army acquisition regulations was due in part to a deficiency in external oversight.

Assessment: The initial procurement management review indicated no direct involvement of the U.S. Army Corps of Engineers' Principal Assistant Responsible for Contracting or the U.S. Army Contracting Command's Head of Contracting Activity. The follow-up review indicated senior leadership at the U.S. Army Corps of Engineers, U.S. Army Contracting Command, and Mission and Installation Contracting Command had significantly increased involvement in their respective organization's support to the Program. For example:

- The U.S. Army Corps of Engineers and the U.S. Army Contracting Command signed a support memorandum of agreement with the Program to provide all contracting support;
- The U.S. Army Corps of Engineers and the U.S. Army Contracting Command are tracking corrective action plans for contracting activities supporting the Program;
- The U.S. Army Corps of Engineers is analyzing and refining its acquisition processes;
- The U.S. Army Corps of Engineers transferred contracting support from the Baltimore District to the Norfolk District;
- The U.S. Army Contracting Command and Mission and Installation Contracting Command expedited the Program's new service contracts, trained the Program's staff and detailed on-site contracting support; and
- The U.S. Army Contracting Command transferred contracting support from U.S. Army Contracting Command-National Capitol Region to Mission and Installation



Contracting Command to ensure increased and appropriate contracting support for the Program's installation-type requirements.

The Deputy Assistant Secretary of the Army (Procurement) has maintained an ongoing dialogue with the Program's staff concerning procurement findings, recommendations and corrective actions.

Required action(s): Continue to regularly conduct leadership and procurement management reviews.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.10); *Procurement Management Review of Arlington National Cemetery, dated 20 July 2010*; *Follow-Up Procurement Management Review of Arlington National Cemetery*, dated 28 April 2011; Memorandum of Agreement with United States Army Contracting Command, dated 20 August 2010; Memorandum of Agreement with the United States Army Corps of Engineers, dated 15 December 2010.

#### **D. Plans, Reviews, Studies, Evaluations and Requirements**

***The Army National Cemeteries are to be under the jurisdiction of the Headquarters, Department of the Army.*** Reference: Army Directive 2010-04, paragraph 2 a.

Description: In response to the Inspector General's findings that the Program's oversight was fractured, the Secretary streamlined the chain of command by establishing the Executive Director position, which is directly accountable to the Secretary.

Assessment: Placing the Executive Director under the direct supervision of the Secretary, and placing full responsibility for the Program under the Executive Director's leadership, eliminated the fractured oversight identified in the 2010 Report and eliminated additional supervisory layers. The Executive Director and the Secretary meet regularly to discuss all aspects of the Program, with a focus on strategic planning and operations.

Required action(s): There are no required actions. The Secretary has chosen to continue with the current leadership model for the Program.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.7 and 2.8).

***The Executive Director is to immediately establish an accountability baseline for all gravesites and inurnment niches within the Army National Cemeteries.*** Reference: Army Directive 2010-04, paragraph 2 b (1).



Description: The Secretary directed the Executive Director to establish an accountability baseline to reconcile antiquated records, ensure the accuracy of records and maps and identify any additional gravesite discrepancies so that they may be effectively and fully remedied.

Assessment: Groundwork for the baseline began in September 2010 and the process culminated with the formal establishment of the Program's Gravesite Accountability Task Force ("Task Force") in May 2011. The Task Force, supported by The Old Guard, the Chief Information Officer/G-6 and the Army Staff, is establishing an accountability baseline of every grave and niche. To establish the baseline, the 37-member Task Force is executing three primary tasks: verifying and digitizing all paper burial records (prior to 2007) for inclusion in the Interment Service System and the Department of Veterans Affairs' databases; photographing all headstones to capture all pertinent markings; and updating appropriate maps. The Task Force then compares the scanned burial records, the photographs of each headstone (along with the names etched thereon), and the mapping data to ensure consistency. If the information contained in the records matches the names etched on the gravestones and the location marked on the map, the remains in that gravesite are considered validated, and form part of the baseline. Once this process is completed for each grave or niche, the accountability baseline will be established. As of 2 September 2011, the Task Force reported that 32% of all gravesites and niches have been validated and the remaining gravesites and niches are currently undergoing the validation process. The Task Force is on pace to establish the full accountability baseline by 22 December 2011, as required by Public Law 111-339.

Required action(s): The Task Force will continue to establish baseline accountability of every grave and niche in the cemeteries before 22 December 2011.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.12).

***The Executive Director is to promulgate standards, policies and procedures that will maintain the accountability baseline.*** Reference: Army Directive 2010-04, paragraph 2 b (1).

Description: The Executive Director was directed to promulgate standards, policies and procedures to maintain the accountability baseline to ensure that no new burial discrepancies occur.

Assessment: New standard operating procedures for the entire interment process have been established, and a system of six checks is now made by the Program's representative to ensure positive identification:

- He or she validates daily interment schedule with family;
- Affixes a non-biodegradable tag to the casket or urn containing the name of the deceased, date of death, date of interment, section and grave number;



- Paints the section and grave number on the inside and outside of the grave liner and liner lid;
- Checks the tag against the section and grave number painted on the concrete lid of the grave liner;
- Ensures the temporary grave marker contains name, dates, section and grave number; and
- Checks headstone, if applicable.

Additionally, burial crews may not open any gravesite (i.e. to inter another family member) without a “dig slip” and confirmation from multiple parties that the correct gravesite will be opened. The “dig slip” is generated by the Interment Services Branch, and undergoes multiple approvals to reduce the potential for human error. To prevent buried urns from being inadvertently damaged or removed should a gravesite be reopened, urns are now buried in concrete urn liners that can withstand the strike of a backhoe blade. Finally, all urns are now required to be marked with indelible ink and all-weather tags, and stored and accounted for in a secure facility upon arrival at the Cemetery.

The fully automated interment database, which is nearly complete, will greatly improve personnel access to real-time information. This information, leveraged with other technological advances such global positioning systems, asset management and tagging technologies, will be an instrumental tool to accurately and efficiently maintain the accountability baseline.

Required action(s): Complete the record-scanning effort, leverage available technologies and industry best practices and continue to implement and enforce policies and standard operating procedures on accountability and burial operations.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.9 and 2.12); Arlington National Cemetery Policy Memorandum, subject: *Labeling Interment/Inurnment Containers*, dated 31 March 2011; Army National Cemeteries Program Policy Memorandum, subject: *Assurance of Proper Casket/Urn Placement*, dated 20 June 2011.

***The Executive Director is to formulate, promulgate, administer and oversee plans, policies and regulations pertaining to the Army National Cemeteries Program, including the development, operation and management of Arlington National Cemetery and the Soldiers’ and Airmen’s Home National Cemetery.*** Reference: Army Directive 2010-04, paragraph 2 b (2).

Description: The 2010 Report found that the Army had not identified a single regulatory proponent for the regulations and policies governing the Program. The Secretary’s directive provided extensive authority to the Executive Director to execute proponent duties for all programmatic policies and regulations.



Assessment: Program leadership has implemented 25 new policies and procedures and is in the process of implementing over 75 additional policies, procedures and regulations including ones related to gravesite “dig slips,” call center protocols, headstone lithochrome use and contracting support. The regulations found at Title 32, Code of Federal Regulations, Part 553 have been substantially rewritten and are awaiting clearance from the Office of Management and Budget for publication in the Federal Register. Furthermore, the Program’s engineering staff is developing a new Master Plan for the Cemetery and plans for the Cemetery’s expansion through the acquisition of the Navy Annex, pursuant to law, and implementation of the Millennium project.

Required action(s): Continue promulgating necessary plans, policies and regulations and enforcing existing plans, policies and regulations.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 1. 2, and 1.3).

***The Executive Director is to formulate, promulgate, administer and oversee policies and address proposals for the placement of memorials and monuments on the lands of the Army National Cemeteries.*** Reference: Army Directive 2010-04, paragraph 2 b (3).

Description: Under General Orders No. 13 (now rescinded), the Assistant Secretary of the Army (Civil Works) was responsible for formulating and overseeing the Program’s budget and proposals to erect memorials and monuments. In unifying the oversight structure of the Program, the Secretary’s directive made the Executive Director responsible for proposals to erect monuments and memorials.

Assessment: Mindful that the approval of commemorative monuments and memorials may potentially reduce the already shrinking space available for burials and memorialization, the Advisory Commission will be requested to study the issue and provide recommendations regarding future placements of memorials and monuments. Until the Advisory Commission completes such a review, the existing policy regarding memorials and monuments will be maintained. Third parties seeking to place a commemorative monument in the Cemetery must gain approval of Congress and submit the proposal to the Commission of Fine Arts for advice and comment.

Since implementation of the Secretary’s directive, the Program has received one request for a commemorative monument requiring Congressional action. This request, for a Jewish Chaplains’ Monument, was approved by both chambers of Congress and the Commission of Fine Arts. The monument is scheduled to be placed in the Cemetery on Chaplains’ Hill in the fall of 2011.

Required action(s): The Advisory Commission will be requested to review and recommend a new policy for placement of memorials and monuments on Program lands. Until



such time, those requesting placement of a commemorative monument in the Cemeteries will need to gain Congressional approval.

Source documentation: Arlington National Cemetery Policy Memorandum, subject: *Commemorative Monument Policy*, dated 2 May 2011.

***The Executive Director is to formulate and implement the Arlington National Cemetery Master Plan.*** Reference: Army Directive 2010-04, paragraph 2 b (4).

Description: The Master Plan addresses the long-range use, preservation, maintenance and development of the Cemetery. It also projects a series of major civil works projects designed to accommodate the Cemetery's future growth, capacity and viability, while specifically detailing the challenges of interment capacity, visitor accommodation, operations and maintenance, capital requirements and the preservation of special features. The most recent Master Plan was completed after five years of study in 1998, and relies on information that is now between 13 and 18 years old. Consequently, assumptions and predictions contained in the current Master Plan are outdated and likely incorrect, necessitating an updated Master Plan.

Assessment: In coordination with and at the direction of the Program's leadership, the U.S. Army Corps of Engineers, Norfolk District has begun the development of a comprehensive program management plan, which will support the program to revise the Master Plan. The updated Master Plan will include a reassessed 10-year plan and will reflect the new requirements for manpower and resources.

Required action(s): In coordination and collaboration with the U.S. Army Corps of Engineers, develop and implement the comprehensive program management plan.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.1).

***The Executive Director is to oversee the programming, planning, budgeting and execution of the Cemeterial Expenses, Army, appropriation, to include testifying before the appropriate committees of Congress to justify and defend the annual budget and other oversight hearings.*** Reference: Army Directive 2010-04, paragraph 2 b (5).

Description: Under General Orders No. 13 (now rescinded), the Assistant Secretary of the Army (Civil Works) was responsible for developing, defending and implementing the Program's budget. While the Assistant Secretary assisted the Program staff in formulating annual budgets and presented justifications for budget increases to the Director, Office of Management and Budget, prior to Army Directive 2010-04, no Army command, agency or staff element provided effective daily oversight of the Program's execution of budgeted Cemeterial Expenses-Army appropriated funds. In unifying the oversight structure of the Program, the



Secretary ordered the Executive Director to oversee appropriations planning and budgeting in addition to the daily execution of budgeted funds.

Assessment: Programming, planning, and budgeting are now undertaken by the Executive Director and the Program's resource manager. Program leadership now coordinates with the Assistant Secretary of the Army (Financial Management & Comptroller) to establish better budget oversight by including the Program in the "family" of Department of the Army agencies and staff elements that submit annual budget requests and justifications to the Administrative Assistant to the Secretary of the Army. Furthermore, the Program has converted all of its accounting processes to the General Fund Enterprise Business System, allowing for better accounting of expenditures. The Program's annual budget expenditures will be supervised by the Administrative Assistant to the Secretary of the Army and reviewed annually. Should discrepancies be noted or questionable expenditures identified, reconciliation will occur and appropriate action taken immediately.

Required action(s): Continue to formulate budget requirements properly execute budgeted funds, and maintain strict accountability.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.3).

***The Executive Director is to review the ongoing pilot program to document, collect, catalog and temporarily store artifacts, mementos and other nonperishable items from grave sites in Section 60 of Arlington National Cemetery, and propose a feasible, suitable and acceptable policy for flowers and mementos for long-term application at the Army National Cemeteries.***

Reference: Army Directive 2010-04, paragraph 2 b (8).

Description: Program policy currently requires the discarding of flowers placed on gravesites when they become unsightly, and prohibits the placement of non-floral items. However, family members who left mementos on graves in Section 60, where many of the casualties of the Iraq and Afghanistan wars are buried, objected to the Army's policy. In response, the U.S. Army Center for Military History instituted a pilot program to collect, document and photograph mementos in Section 60. Each week, Center for Military History curatorial teams collect mementos left on and around Section 60 gravesites. Each item is photographed and accounted for in a digital database which links each memento with the gravesite from which it was collected. A new memento policy will be established based on the results of the pilot program and recommendations of the Advisory Commission.

Assessment: The U.S. Army Center for Military History will continue collecting, cataloging and storing the mementos until a new policy is developed. The Program's staff is collaborating with the Center for Military History to provide selected mementos and subject matter expertise for planned historical displays in the Cemetery's Visitors' Center.



Required action(s): U.S. Army Center for Military History will execute the pilot program to collect, catalog and store mementos left at Section 60 gravesites until the Advisory Commission reviews the issue and a comprehensive policy can be developed.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.4).

***The Chief, Public Affairs, Headquarters, Department of the Army is to formulate and oversee the implementation of public affairs policy, including all policies addressing media access, for the Army National Cemeteries.*** Reference: Army Directive 2010-04, paragraph 3 a.

Description: The Chief, Public Affairs was directed by the Secretary to formulate specific public affairs policy guidance related to Program issues, operations and activities.

Assessment: In coordination with Program staff, the Chief, Public Affairs drafted a policy for the Program that provides points of contact and describes how media representatives gain “special access” to the Cemeteries (access beyond the scope of what is provided for or permitted to members of the public). The policy also details restrictions and guidelines on private funeral or memorial service coverage, instructions for gaining authorization for next-of-kin interviews, and guidelines for media permitted to attend disinterments. The policy is undergoing final administrative staffing and should be released within the next 30 days.

Required action(s): Finalize the Program’s public affairs policy and ensure the policy is included in the *Final Rule* published regulations at Title 32, Code of Federal Regulations, Part 553 and the revised Army Regulation 290-5.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.5)

***The Assistant Secretary of the Army (Manpower & Reserve Affairs) is to formulate and oversee interment and inurnment policy applicable to the Army National Cemeteries, including administration of the Interment, Inurnment and Memorialization Review Board.*** Reference: Army Directive 2010-04, paragraph 3 b.

Description: The Assistant Secretary of the Army (Manpower & Reserve Affairs) was directed to formulate the interment and inurnment policy for the Program, subject to the authority, direction and control of, and in coordination with, the Executive Director.

Assessment: The Assistant Secretary of the Army (Manpower & Reserve Affairs) is pursuing a revision of the interment and inurnment policy components of Title 32, Code of Federal Regulations, Part 553, which is awaiting clearance from the Office of Management and Budget for publication as a *Draft Rule* in the Federal Register. On 8 April 2011, the Secretary



reissued internal policy directing how the Assistant Secretary will process requests for exceptions to the burial policy eligibility.

Required action(s): Continue to pursue the publication of the *Final Rule*, drafting of updates to the Army regulation and pamphlet, and processing requests for exception to interment and inurnment policy in accordance with the Secretary's policy memorandum.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011(Observation 2.6. & 2.7.).

***The Assistant Secretary of the Army (Civil Works) is to produce appropriate engineering and construction plans and documents in support of (i) the Arlington National Cemetery Master Plan and (ii) proposals for the placement of memorials and monuments on lands of the Army National Cemeteries.*** Reference: Army Directive 2010-04, paragraph 3 c.

Description: Because the Program was designated a civil works program, the Secretary directed the Assistant Secretary of the Army (Civil Works) to continue providing engineering support.

Assessment: The Assistant Secretary authorized the U.S. Army Corps of Engineers to work directly with the Program's staff. The Program's engineers, with support from the U.S. Army Corps of Engineers, Norfolk District, conducts in-depth reviews of proposals for memorials and monuments and has begun the development of a comprehensive program management plan in support of the revised Master Plan and other engineering and construction efforts.

Required action(s): Continue, in consultation with the U.S. Army Corps of Engineers, to produce high quality engineering and construction plans and documents in support of the revised Master Plan and proposals for the placement of memorials and monuments.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.1 and 2.2).

***The Commander, Military District of Washington, is to coordinate all official ceremonies at Arlington National Cemetery, including public wreath-laying ceremonies and State funerals.*** Reference: Army Directive 2010-04, paragraph 3 d.

Description: As the force provider for all official ceremonies and the home of the Army's official ceremonial units (i.e., The Old Guard and the U.S. Army Band), one of the Military District of Washington's primary missions is to coordinate official ceremonies (e.g. wreath-laying ceremonies and State funerals) at the Cemetery. The Inspector General did not find any irregularities or deficiencies with regard to the execution of ceremonies and State



funerals by the Military District of Washington. Accordingly, the Secretary did not modify the oversight relationship.

Assessment: The Military District of Washington continues to execute all official ceremonies at the Cemetery in accordance with established procedures and military tradition.

Required action(s): Military District of Washington will continue to provide an appropriate level of military support to the Program.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.9).

***The Commander, Military District of Washington, is to provide authorized military honors for private funeral and memorial services and Army ceremonial support for the Army National Cemeteries, including the honor guard at the Tomb of the Unknowns.*** Reference: Army Directive 2010-04, paragraph 3 d.

Description: A primary mission of the Military District of Washington is to provide Army military honors for private memorial services and Army ceremonial support for the Cemeteries, including the honor guard at the Tomb of the Unknowns.

Assessment: Since the Secretary's directive, the Military District of Washington has continued to provide authorized military honors for private funeral and memorial services and Army ceremonial support for the Cemeteries.

Required action(s): The Military District of Washington will continue to provide authorized military honors for private funeral and memorial services as well as appropriate ceremonial support.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.9).

***The Administrative Assistant to the Secretary of the Army is to execute, through the U.S. Army Center of Military History, a pilot program to document, collect and catalog artifacts, mementos and other nonperishable items from grave sites in Section 60 of Arlington National Cemetery, and to temporarily store the items pending the establishment of a permanent Army policy on this issue.*** Reference: Army Directive 2010-04, paragraph 3 e.

Description: Program policy currently requires the Cemetery to discard flowers placed on graves when they become unsightly, and prohibits the placement of non-floral items. However, family members who left mementos on graves in Section 60, where many of the casualties of the Iraq and Afghanistan wars are buried, objected to the Program's policy. In response, the U.S. Army Center for Military History instituted a pilot program to collect,



document and photograph mementos in Section 60 of the Cemetery. Each week, the U.S. Army Center for Military History curatorial teams collect mementos left on and around Section 60 gravesites. Each item is photographed and accounted for in a digital database, which links each memento with the gravesite from where it was removed. A new memento policy will be established based on the results of the pilot program and recommendations of the Advisory Commission.

**Assessment:** After the Secretary's directive was issued, the Administrative Assistant to the Secretary of the Army and the U.S. Army Center for Military History continued to administer the pilot program. The Executive Director and the Director of the Center for Military History then reviewed the pilot program and determined that, until the Advisory Commission convenes and provides guidance on the development of an appropriate new memento policy, Center for Military History staff will continue to collect, catalog and store the mementos. The Program's staff is collaborating with the Center for Military History to provide selected mementos and subject matter expertise for planned interpretive historical displays in the Cemetery's Visitor Center.

**Required action(s):** Center for Military History will continue to execute the pilot program to collect, catalog and store mementos left at the Cemetery's Section 60 graves until the Advisory Commission reviews the issue and a long-term comprehensive flower and memento policy can be established.

**Source documentation:** Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.4).

***Within 45 days (from 10 June 2010), the Army General Counsel, in coordination with the Assistant Secretary of the Army (Financial Management & Comptroller), is to develop legislative proposals to authorize the transfer of funds appropriated in the Military Construction and Veterans Affairs and Related Agencies Appropriations Act, 2010 to the Cemeterial Expenses, Army line item, to authorize the transfer of funds appropriated in the Operation and Maintenance, Army account to the Cemeterial Expenses-Army line item, and to implement other appropriate initiatives related to the Army National Cemeteries Program.***  
Reference: Army Directive 2010-04, paragraph 5d.

**Description:** The 2010 Report found that the appropriation structure for the Program limits the ability of the Secretary to direct resources among Army accounts and programs to meet emerging requirements, if needed. Appropriate legislative proposals, if enacted, would allow the Secretary to supplement the Program's budget and operations as warranted.

**Assessment:** The Army General Counsel has developed legislative proposal concepts that, if enacted, would specifically authorize transfers of funds among appropriations. In a later action, while migrating the Program's funding execution oversight to the General Fund



Enterprise Business System, it was discovered that an estimated \$25 million in unexecuted funds existed against Cemeterial Expenses-Army expenses. Legislative proposals on this matter have been set aside until a full analysis of the Program's operational funding needs is completed during Fiscal Year 2013.

Required action(s): The Army will continue to evaluate budget and legislative requirements necessary to support the Program and will assist Congress as requested.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.3).

***The Army General Counsel is to effect an immediate modification to the appropriate sections of Title 32 of the Code of Federal Regulations to document the jurisdictional realignment of the Army National Cemeteries and, as appropriate, other updated information pertaining to the Army National Cemeteries Program and its operations.*** Reference: Army Directive 2010-04, paragraph 5 d.

Description: The 2010 Report found that regulatory guidance for the Program was outdated. The Secretary's directive mandates that the Program's reorganized structure be properly codified.

Assessment: In a collaborative effort, the Army General Counsel drafted regulations to reflect the jurisdictional realignment of the Program and updated information pertaining to its operations. These efforts created a complete and cohesive regulatory scheme governing the Program. The *Draft Rule* is currently awaiting clearance from the Office of Management and Budget.

Required action(s): Continue pursuing publication of the *Draft* and *Final Rule* to Title 32, Code of Federal Regulations, Part 553 and the updates to applicable Army regulations and publications, as required.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.6).

***The Executive Director is to coordinate the proposed assignments of other duties and responsibilities for other missions and functions related to the Army National Cemeteries Program and its operations not otherwise addressed in Army Directive 2010-04, with affected stakeholders and shall present appropriate recommendations to the Secretary of the Army.*** Reference: Army Directive 2010-04, paragraph 6.

Description: The Secretary's directive provides the Executive Director with the flexibility necessary to obtain expertise and support from other entities.



Assessment: This flexibility has allowed:

- The coordination among the Cemeteries, the Office of the Secretary of Defense, Office of the Joint Chiefs of Staff, the Service Secretaries and their Departments, including the entire Army Secretariat and Staff, the National Park Service, and the Virginia Historic Preservation Office;
- The provision of training for Program employees at the National Cemeteries Administration training center, pursuant to a Memorandum of Understanding signed by the Secretary of the Department of Veterans Affairs and the Secretary of the Army;
- The provision of the first Environmental Performance Assessment System at the Cemetery;
- The provision of a comprehensive security assessment;
- The Cemeteries to work toward achieving an enhanced security posture;
- The Executive Director to pursue placement of the Cemeteries on the National Register of Historic Places; and
- The potential for replacing current gas-powered vehicles with green alternatives.

Required action(s): Continue on present course of action.

***All Army commands, organizations, officials and personnel are to have a continuing responsibility to keep the Secretary of the Army informed about matters pertaining to Army National Cemeteries Program and the development, operations, management and administration of the Cemeteries; immediately inform the Executive Director of proposed changes to future plans regarding the Cemeteries; inform the Executive Director of unusual circumstances associated with any interment, inurnment or ceremony; inform the Executive Director of any request for exception to extant burial or memorialization policies; and inform the Executive Director of matters of like sensitivity.*** Reference: Army Directive 2010-04, paragraph 7.

Description: The Secretary's directive ensures that the Program's leadership does not again become insular as documented in the 2010 Report and establishes a clear and linear chain of command.

Assessment: The Executive Director, Assistant Secretary of the Army (Manpower & Reserve Affairs), General Counsel, Chief, Public Affairs, Assistant Secretary of the Army (Civil Works) and the Administrative Assistant to the Secretary of the Army have kept the Secretary informed on all issues pertaining to the Program that require the Secretary's personal attention.

Required action(s): Army commands, organizations, officials and personnel will continue their present course of action and keep the Secretary and the Executive Director properly and timely informed.



***The Executive Director is to be immediately advised of any matter that requires communication with the White House, a Member of Congress or an individual who indicates that the matter has been or will be taken up with a Member of Congress.*** Reference: Army Directive 2010-04, paragraph 7.

Description: The Secretary's directive ensures issues of public import are quickly and effectively addressed.

Assessment: To meet statutory requirements and aid Congressional requests, the Chiefs of Legislative and Budget Liaison each assigned staff to assist with all Program legislative matters. These liaisons promptly inform Program leadership of all issues having a Congressional or White House interest and assist the leadership in promptly responding to all such inquiries.

Required action(s): Chiefs of Legislative and Budget Liaison will continue to ensure the Executive Director is informed of those matters that require or may require Congressional or White House communication.

***The Executive Director is to brief the Secretary of the Army in advance before making any decision or taking any action representing a significant change in established policy or precedent, that is likely to be of significant White House, congressional, Departmental, media or public interest, or has been or should be of interest or concern to the Secretary of the Army for any reason.*** Reference: Army Directive 2010-04, paragraph 7.

Description: The Secretary's directive ensures that all potential changes to policies or operations are properly coordinated with appropriate stakeholders both inside and outside of the Army.

Assessment: The Secretary receives weekly updates on all matters of importance regarding the Program. The Executive Director routinely seeks direction from the Secretary on any matter that is likely to be of significant White House, Congressional, Departmental, media or public interest.

Required action(s): Continue to keep the Secretary fully informed of all issues of importance.

***The Secretary of the Army's practice of close coordination with the Army General Counsel's office on all matters shall continue.*** Reference: Army Directive 2010-04, paragraph 7.

Description: The Secretary's directive ensures that proper authoritative legal advice is sought and delivered.

Assessment: An attorney has been assigned to and co-located with Program staff. This assignment ensures appropriate coordination between the Program and all elements of the General Counsel's office.



Required action(s): Continue to coordinate with the General Counsel's office on all issues of legal significance.

Source documentation: *Establishment of the Provisional Oversight Group for the Army National Cemeteries Program, dated 10 June 2010.*

***To ensure the enduring integrity of the Army National Cemeteries, improved plans, policies, processes and procedures are to be incorporated into the next revision of Army Regulation 290-5, Department of the Army Pamphlet 290-5, and the Guide to Burial at ANC.*** Reference: Army Directive 2010-04, paragraph 8.

Description: The Secretary's directive ensures that appropriate policies and procedures are in place, documented and made available to the general public.

Assessment: Under the direction of the Executive Director, key Army staff elements are collaborating to ensure all plans, policies, procedures and best practices are properly documented and incorporated into the Army Regulation 290-5 and Department of the Army Pamphlet 290-5, as required. Additionally, the Program has published and is currently distributing an updated burial guide.

Required action(s): Continue with present course of action to improve plans, policies, processes and procedures and incorporate them into revised regulations and publications.

## **Section II. Adequacy of current practices at Arlington National Cemetery to provide information, outreach and support to families of those individuals buried at Arlington National Cemetery regarding procedures to detect and correct current errors in burials**

Description: The 2010 Report revealed numerous systemic problems, to include burial discrepancies at the Cemetery. The immediate and primary concern of the Secretary was to resolve any and all discrepancies and provide necessary support to impacted family members.

Assessment: The Program's current practices now provide effective information, outreach and support to families of those individuals buried at the Cemetery. In addition, procedures are now in place to more effectively detect and correct current errors in burials. The day after issuance of Secretary's directive, the Program's new leadership team implemented the first of many new operations, practices, procedures and policies to better ensure that concerned family members were able to speak with a knowledgeable and supportive representative. For example,



- Program staff are trained to provide concerned family members a timely, thoroughly investigated response regarding the accuracy of their loved one's burial or inurnment location;
- Next of kin are immediately notified if a gravesite discrepancy is discovered by cemetery staff with every effort taken to resolve any gravesite discrepancy to the family's complete satisfaction.

A hotline operating seven days a week was established to respond to the influx of telephonic burial discrepancy inquiries that arose from the public release of the 2010 Report. Although the hotline responded to more than 1,100 calls during its first few months of operation, inquiries regarding possible gravesite discrepancies or other concerns have currently fallen on average to less than ten a month. Specifically,

- To ensure family members receive accurate responses to their inquiries, a policy memorandum was issued establishing the steps the Program staff must follow when investigating a caller's inquiries (see, *Protocols for Follow-up Actions in Response to [Arlington National Cemetery] Hot Line Calls*). If a comparison of information contained on the burial card, headstone, and burial map reveal any discrepancy, the policy requires the staff to initiate actions to positively identify the casket or urn.
- If such identifications cannot be made, staff, working with the family, is further directed to pursue identification of the remains.
- To better ensure peace of mind for all family members, upon request, approval may be granted to conduct casket, urn or personal identification even in cases where no discrepancy was found. Once an investigation is complete, the information is then independently reviewed and verified, and the member handling the case is freed to contact the appropriate family member.

Although most queries will be resolved to the family's satisfaction within one week, the staff will notify the family if more time is required, and keep them informed as the matter moves toward resolution. Information garnered from every initial call and subsequent investigation is recorded and entered into a computerized database, which can later be retrieved and analyzed for future use.

As confirmed through a random sample surveyed by the Inspector General, all inquiries and resulting discovered discrepancies have or are being resolved. Specifically, action has been taken on more than 1,200 inquiries regarding over 1,300 veterans and family members interred or inurned in the Cemetery.

Beyond investigating and confirming the correctness of gravesites subject to specific family inquiries, a baseline accountability of every grave in the Cemeteries is being established



as required by Secretary's directive. The Gravesite Accountability Task Force, pursuant to protocol, is confirming that the information in the burial records reflects the information on the headstone or niche cover, and the burial or niche location is accurately reflected on the appropriate map. Any discrepancies discovered are resolved, and family is notified and involved in the same manner and with the same attention shown to the families requesting verification through the hotline. Once the accountability baseline is established prior to 22 December 2011, the Program will continue to use protocols and practices designed to ensure accountability is maintained.

Beyond providing information, outreach, and support directly to families during the gravesite verification investigations, the Program has also initiated several other methods of outreach to the public. In addition to news releases, it regularly updates its website, announcing important information such as its hotline for concerned family members, Cemetery contact information and descriptions of its gravesite accountability initiatives. To improve its responsiveness and better enable outreach to the public, the Program published two new guides (*Guide to Burial* and *Next of Kin*), established an official *Facebook*™ page and *Twitter*™ account and added a customer feedback function on its website. Additionally, on 16 September 2011, the Program unveiled a new website that will provide relevant, up-to-date information to family members and the public in an accessible format. It will also include several interactive elements, including a grave locator that will give the user a precise location in the cemetery of their loved ones' grave, as well as a picture of the actual headstone.

Ultimately, the Inspector General determined that the Program's efforts to provide outreach, timely and accurate information and support to families were effective. The Inspector General found that current Program leadership and staff were diligent in their efforts to discover and correct the errors of the past administration, communicated timely, accurately and honestly with families concerned about burial errors that may affect their loved ones, were professional and supportive to families during the gravesite verification process and established appropriate measures and procedures to prevent future burial errors and to detect and correct, as quickly as possible, any potential error that may yet be identified.

Required action(s): Continue with current course of action.

Source documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 3.1).



## Conclusion

Arlington National Cemetery is our Nation's most unique military shrine. For all Americans, young and old alike, the Cemetery symbolizes sacrifice, service, dedication and love of country. An average of more than two dozen fallen service members, veterans and family members are brought to their final rest each and every day, many with full military honors. More than four million visitors walk its acres of neatly lined markers and dignitaries and visitors from around the world pay tribute in more than 3,000 ceremonies held each year, all while members of the Old Guard march sharply and silently before the Tomb of the Unknowns. More than any other monument or cemetery in the United States, Arlington National Cemetery is a one-of-a-kind reminder of the service and sacrifice of our men and women in uniform. The mismanagement that occurred prior to 10 June 2010 is a stain on that great and proud history. The Army's swift and decisive actions to rectify the issues at the Cemetery are getting results and making a difference. As documented in this report, the mismanagement and dysfunction found during the Army's investigations no longer exist. As the Inspector General reports, "significant progress has been made in all aspects of the Cemetery's performance, accountability and modernization." While significant improvements have occurred as a direct result of implementing Army Directive 2010-04 – even while the operational tempo of the Program is at an all-time high – there is much work that remains. The Army is committed to operating, managing and maintaining this most hallowed ground in a manner befitting the service and sacrifice of those for whom this is their final resting place.



## Source Documentation

1. Army Directive 2010-04, *Enhancing the Operations and Oversight of the Army National Cemeteries Program*, dated 10 June 2010
2. *Establishment of the Provisional Oversight Group for the Army National Cemeteries Program*, dated 10 June 2010
3. Department of the Army Inspector General Agency, Inspections Division, *Inspection of Arlington National Cemetery Assessment*, dated 9 June 2010
4. Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 7 September 2011
5. *Assessment and Recommendations to Improve Implementation of Information Technology at Arlington National Cemetery*, dated 23 July 2010
6. Arlington National Cemetery Manpower and Organizational Study, dated July 2010
7. Table of Distributions and Allowances : SBW1C9AA, U.S. Army Arlington National Cemetery, CCNUM: 0112, EDATE: 20111001
8. *Procurement Management Review of Arlington National Cemetery*, dated 27 July 2010
9. *Follow-Up Procurement Management Review of Arlington National Cemetery*, dated 28 April 2011
10. Center for Army Analysis, *Arlington National Cemetery Space Study*, dated 22 August 2011
11. Memorandum of Agreement with U.S. Department of Veterans Affairs - undated
12. Memorandum of Agreement with the United States Army Corps of Engineers, dated 15 December 2010
13. Norfolk District, Army National Cemeteries Program, *Draft Program Management Plan*, dated 2 September 2011
14. Memorandum of Agreement with United States Army Contracting Command, dated 20 August 2010



15. Draft Memorandum of Agreement with United States Army Information Technology Agency and United States Army Data Center Fairfield, undated
16. Service Level Agreement with United States Army Information Technology Agency, dated 16 June 2011
17. Memorandum of Understanding with Joint Base Myer-Henderson Hall, dated 18 May 2011
18. Biography – Ms. Kathryn Condon
19. Biography – Mr. Patrick Hallinan
20. Executive Position Description, Superintendent, Arlington National Cemetery, OSA, dated 25 June 2010
21. Position Description, Deputy Superintendent, dated 10 June 2002
22. Secretary of the Army Policy Memorandum, subject: *Arlington National Cemetery Advisory Group – Procedures for Considering Exceptions to the Interment and Inurnment Eligibility Policy*, dated 8 April 2011
23. Arlington National Cemetery, *Protocols for Follow-up Actions in Response to Arlington National Center Hot Line Calls*, dated 21 June 2010
24. Arlington National Cemetery Policy Memorandum, subject: *Executive Directors Critical Information Requirements*, dated 29 April 2011
25. Arlington National Cemetery Policy Memorandum, subject: *The Right to File a Discrimination Complaint Policy Statement*, dated 26 August 2010
26. Arlington National Cemetery Policy Memorandum, subject: *Policy Statement for Equal Opportunity (EO)*, dated 26 August 2010
27. Arlington National Cemetery Policy Memorandum, subject: *Prevention of Sexual Assault (POSA)*, dated 26 August 2010
28. Arlington National Cemetery Policy Memorandum, subject: *Prevention of Sexual Harassment (POSH)*, dated 26 August 2010



29. Arlington National Cemetery Policy Memorandum, subject: *Arlington National Cemetery Policy on Harassment*, dated 26 August 2010
30. Arlington National Cemetery Policy Memorandum, subject: *Arlington National Cemetery Policy Statement for EEO Retaliation*, dated 26 August 2010
31. Army National Cemeteries Program Policy Memorandum, subject: *Executive Director's Open Door Policy*, dated 26 August 2010
32. Army National Cemeteries Program Policy Memorandum, subject: *The Right of Military Personnel to Present Complaints – or Request Assistance from – the Inspector General*, dated 26 August 2010
33. Arlington National Cemetery Policy Memorandum, subject: *Columbarium and Niche Wall Location Terminology Directive*, dated 14 October 2010
34. Arlington National Cemetery Policy Memorandum, subject: *Labeling Interment/Inurnment Containers*, dated 31 March 2011
35. Arlington National Cemetery Policy Memorandum, subject: *Conducting Physical Training on Arlington National Cemetery*, dated 1 October 2010
36. Arlington National Cemetery Policy Memorandum, subject: *Gift and Donations Policy*, dated 5 November 2010
37. Arlington National Cemetery Policy Memorandum, subject: *Headstone Lithochrome Policy*, dated 20 August 2010
38. Arlington National Cemetery Policy Memorandum, subject: *Personally Identifiable Information Directive*, dated 25 May 2011
39. Arlington National Cemetery Policy Memorandum, subject: *Policy Statement for Integrated Pest Management and Pesticide Use at Arlington National Cemetery*, dated 8 August 2011
40. Arlington National Cemetery Memorandum, subject: *Appointment of Installation Pest Management Coordinator*, dated 8 August 2011
41. Army National Cemeteries Program Policy Memorandum, subject: *Telework Eligibility Determination Policy*, dated 9 June 2011



42. Army National Cemeteries Program Policy Memorandum, subject: *Incentive Awards Policy*, dated 11 July 2011
43. Arlington National Cemetery Policy Memorandum, subject: *Commemorative Monument Policy*, dated 2 May 2011
44. Arlington National Cemetery Policy Memorandum, subject: *Management of Tributes Submitted to Arlington National Cemetery*, dated 7 February 2011
45. Arlington National Cemetery Policy Memorandum, subject: *Facility Usage*, dated 6 August 2010
46. Army National Cemeteries Program Policy Memorandum, subject: *Assurance of Proper Casket/Urn Placement*, dated 20 June 2011
47. Army National Cemeteries Program Policy Memorandum, subject: *Policy Regarding Outside Employment*, dated 16 February 2011
48. *Arlington National Cemetery Interment Scheduler System Incident Response Plan*, dated 16 March 2011
49. Memorandum, subject: *Executive Director Request for Assistance in Implementing Arlington National Cemetery's Geospatial Information System*, dated 30 August 2010
50. Memorandum, subject: *Office of the Assistant Chief of Staff for Installation Management Installation Geospatial Information and Services (IGI&S) Management Support to Arlington National Cemetery*, dated 30 September 2010
51. Standard Operating Procedures, *Disinterment and Re-interment of Remains for Physical Verification at Arlington National Cemetery*, dated 14 September 2010
52. Standard Operating Procedure 190-001, *Bicycle Use on Arlington National Cemetery*, dated 22 June 2011

